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into systems which have tended to crush out the incipient self-government which India possessed in her villages, and instead of preparing the Indians for a greater and greater share in their own national life, the British government has resorted to repression, which in its turn has resulted in dangerous agitation and discontent.' Mr. Fielding Hall is of the opinion that much of the evil is due to the too rigid educational requirements from the men who enter the Indian civil service. Instead of reaching India as they used to do at 16, 17 or 18 years of age, when the boys were young and impressionable, the men go at 24 or 25, panopiled in theory and prejudice, and unable ever to understand or sympathize with races whom they have been taught to believe are so different from themselves as scarcely to share a common human nature. What is the way out for Great Britain and for India, Mr. Fielding Hall does not indicate; but this volume is invaluable for the man whether in London or Washington, in India or the Philippines, who has to deal with subject races.

A. G. P.

The Philippines, Past and Present. By DEAN C. WORCESTER.

In two volumes, with 128 plates. (New York: The Macmillan Company, 1914.)

The appearance of a book on the Philippine Islands by the first living authority upon that neglected group ought to mark an epoch in the history of their occupation by America. Mr. Worcester may have disappointed some of his friends in the character of a work which has eagerly been awaited, for much is made of highly controversial matters and no controversy remains long a topic of interest to the multitude. A man of his temperament and strictly scientific turn of mind is not often inclined to discuss questions of policy with the magnanimity of a philosopher. Profoundly convinced of the justice of our determination to hold and develop the Philippines, and incensed by the tortuous methods of some of those who oppose that policy both there and in America, he has assembled all the data in the case and produced a brief for the defence. It is a strong presentation of his side and on the whole fairly disproves the main assertions of Judge Blount's *American Occupation of the Philippines*, but a certain bitterness of tone rather injures the effect of his argument before the jury of public opinion. Our control of the Islands was assumed as a matter of expediency, not of principle, and it is justified by the good accomplished rather

than by any attempt to prove the consistency of our political theories. If Mr. Worcester thought it necessary to meet the allegations of his adversaries it seems a pity that he could not have published a volume to vindicate the policy for which he has stood and followed this by another describing a country about which he knows more than anyone else. The first might have satisfied his conscience, the other would certainly have gratified his fellow countrymen and have long remained the standard work upon the subject.

The chapters of this work that are not devoted to controversy contain a great deal of information about the people and upon the work done for their welfare under American administration. First in importance after the establishment of order in the Islands come the institution of a decent judicial system and the improvement of sanitary conditions. To the student of government it is always interesting to observe that the whole science of controlling human society resolves itself in practise into those two elemental necessities of giving the individual fair play in his community and of improving physical conditions. The Filipino, like all backward peoples, has enjoyed so little of the former as to require some time to understand its full meaning and application, but it is encouraging to be told that when supported by a supreme court that is above reproach native judges "seem usually to have been actuated by a desire to do full justice." In a country which has long been under the control of local bosses the main difficulty in administering law is one of getting the common people to understand their rights, and for assuring this a long course of education in elementary schools is necessary. The paternalism which insists upon this education before it allows full independence appears to be a surer road to democratic institutions than the immediate application of democratic forms to an ignorant proletariat. The necessity of enforcing sanitary regulations is still more obviously a benefit that government by experts will recognize better than one by unskilled natives. No argument is needed to support this unless we are prepared to admit that man has no business to interfere with the operations of nature, but the importance of recently acquired scientific knowledge to the whole problem of government is wonderfully emphasized in following the author's account of what has been done during a decade in the Philippines. In another generation we shall perceive that the physician and the engineer have had as much to do with our success in this endeavor as the soldier and the statesman in the British conquest of India.

The impressive story of American energy in establishing an educational

system, building roads and railways and redeeming the non-Christian tribes from savagery has been told in other books on the Philippines, but nowhere with the authority of such intimate knowledge as here. The chapter on slavery and peonage exhibits the peculiar difficulties that beset any attempt to remove an iniquitous institution so long as there remains the element in society that can profit by its continuance. The *cacique*, or boss, of the old régime resents foreign interference with his ancient custom of securing labor for nothing, and, while denying that any slaves or peons remain, his influence on the assembly is sufficiently strong to prevent legislation penalizing forced labor. The author's estimate of the legislative body is not high; "The treatment accorded it by the Philippine Assembly," he says, "conclusively demonstrates the irresponsibility of that body, and its unfitness to deal with great questions which vitally effect the common people." Until the franchise can be given to all adults alike the Assembly is naturally in the hands of the old *cacique* class and their interests are opposed to the *taos*. "Serious obstacles are therefore thrown," we are told, "in the way of poor people who desire to become owners of land," because with a self-supporting peasantry the peon would soon cease to exist. For the light thrown upon such problems as these Mr. Worcester's book deserves high praise.

F. W. WILLIAMS.

The Orient Question, To-day and To-morrow. By PRINCE LAZAROVICH-HREBELIANOVICH. Illustrated with maps. (New York: Duffield and Company, 1913. Pp. 335.)

The outbreak of the third Servian war since October, 1912, gives special point and significance to this contribution by an enthusiastic Serb. Plenty of books have been written about the Eastern question and the special interests of Austro-Hungary; but the Servians as a people have been rather inarticulate. As the country has progressed, however, its educated men have come to understand the necessity of stating their case to the world at large. This volume, prepared on the basis of lectures delivered at the Leland Stanford University, is a statement of the international significance of Servia; and at the same time a plea for knowledge of the real conditions of the country.

Prince Lazarovich first of all seizes on the importance of the Servian plateau as a station in the natural land route between the Orient and the Occident. The point is well taken, for links of railway are now